

# ***Supplementary Committee Agenda***



**Epping Forest  
District Council**

---

## ***Local Development Framework Cabinet Committee Tuesday, 15th March, 2011***

**Place:** Council Chamber  
Civic Offices, High Street, Epping

**Time:** 7.00 pm

**Democratic Services:** Gary Woodhall  
Email: [gwoodhall@eppingforestdc.gov.uk](mailto:gwoodhall@eppingforestdc.gov.uk)  
Tel: 01992 564470

---

### **8. LOCAL DEVELOPMENT FRAMEWORK - BUDGET UPDATE (Pages 71 - 88)**

(Director of Planning & Economic Development) To consider the attached report (LDF-018-2010/11).

This page is intentionally left blank

## **Report to the Local Development Framework Cabinet Committee**



**Epping Forest  
District Council**

**Report reference: LDF-018-2010/11**  
**Date of meeting: 15 March 2011**

**Portfolio: Leader**

**Subject: Local Development Framework – Budget Update**

**Responsible Officer: Ian White (01992 564066)**

**Democratic Services Officer: Gary Woodhall (01992 564470)**

---

### **Recommendations/Decisions Required:**

- (1) To note progress on the Local Development Framework; and**
- (2) To note the expenditure on preparing the Local Development Framework in this financial year to date, and the estimates for further expenditure over forthcoming financial years.**

### **Executive Summary:**

The planning system is being changed by the Coalition Government. The New Homes Bonus has been introduced and, when the Decentralisation and Localism Bill is enacted, Regional Spatial Strategies and all their housing and employment land targets will be abolished. Other provisions of the Bill need to be further clarified. It is clear, however, that Local Development Frameworks (LDFs) will remain the key local planning policy documents for the foreseeable future, and local authorities are being urged and encouraged to continue their preparation.

£83,684 has been spent from the LDF Budget in this financial year to date, with a further £47,773 committed for the remainder of the financial year.

### **Reasons for Proposed Decision:**

This report is intended to update Members on the progress with the LDF, and expenditure against the LDF budget. No decisions are required at this stage.

### **Other Options for Action:**

There are no other relevant options at this time.

### **Report:**

1. It is a statutory requirement that all local planning authorities prepare a Local Development Framework (LDF), a key part of which is the Core Planning Strategy (CPS). The Committee has received regular reports on the preparation of evidence base documents, including the results of the Community Visioning consultation exercise. It is now intended to consult on Issues and Options (I & O) for the Core Planning Strategy in the summer of this year.

2. It is probable that formal abolition of the East of England Plan will take place during the period of preparation of the Core Planning Strategy, and the Council will need to be mindful of this to ensure that significant additional work is not created. Officers are in discussion with Harlow and East Herts staff to consider the options for determining future housing and employment needs because all the EEP targets will also be abolished. This is likely to require the commissioning of further work, but the intention will be to share costs between as many relevant authorities as possible. The figures are not critical for the I & O consultation, but they will certainly be needed for later stages of preparation of the CPS.

3. The coalition government expects there to be a focus on incorporating “localism” as a key part of preparing LDFs. The Decentralisation & Localism Bill is intended to bring about the necessary changes to the LDF system. While it is still not clear what these changes will entail, the possible implications were discussed at February’s Cabinet Committee. In some recent speeches Ministers have indicated that the LDF will remain the key planning policy document at district council level. There is still a need, therefore, to bring the Council’s policies up to date and to engage with the local community and key stakeholders whilst doing so. It is crucial therefore to continue with the preparation of the CPS while the further changes to the planning system are being introduced.

#### LDF Budget Summary

4. The original budget for the LDF was estimated in late 2007, and has been kept under periodic review since then. Previous reports have detailed the expenditure in financial years up to 2010/11. Details to accompany the summary given below are included at Appendix 1.

**Table 1 : LDF Budget Summary** (Figures correct as at 25/2/11)

	<b>Available funds</b>	<b>Deductions</b>
Total Allocation (Cabinet 17/12/2007)	<b><u>£1,413,000</u></b>	
Less capital		£30,000
Less Planning Delivery Grant 5 contribution		£70,000
2007/8 spend		£25,000
<b>Available</b>	<b><u>£1,288,000</u></b>	
Supplementary Estimate – Design brief work	£91,000	
Supplementary Estimate – G&T consultant	£19,200	
2008/9 spend		£222,000
<b>Available</b>	<b><u>£1,176,200</u></b>	
2009/10 spend		£205,000
<b>Available</b>	<b><u>£971,200</u></b>	
2010/11 spend to date		£83,684
2010/11 commitments		£47,773
2010/11 evidence base to be commissioned		£5,000
<b>Available</b>	<b><u>£834,743</u></b>	
2011/12 evidence base to be commissioned		£125,000
2011/12 “Issues & Options” consultation costs		£20,000
<b>Available</b>	<b><u>£689,743</u></b>	
2012/13 “draft Submission” consultation costs		£20,000
Programme Officer		£15,400
<b>Available</b>	<b><u>£654,343</u></b>	
2013/14 Examination in Public		£117,000
Programme Officer		£21,560
<b>Available</b>	<b><u>£515,783</u></b>	

5. It is shown above that there is a sum of £515,783 which is not currently allocated to a specific project. However, it will still be necessary to prepare a number of development plan documents to follow and add detail to the CPS. Given the uncertainty outlined above, it is not possible to set a timetable and therefore profile the expenditure which may be necessary at this time. Original figures estimated that further documents would cost the following amounts:

(a) Development Management DPD - £164,700;

(b) Site Allocations DPD - £263,600; and

(c) Area Action Plan(s), e.g. for urban extensions to Harlow or other settlements in the District - £157,600.

6. When the position is clearer on what will be required by the government, these estimates will need to be revisited. It is clear, however, that the DDF budget allocated to the LDF will need to be extended beyond the original time period given (up to year end 2011/12). A further report will be prepared on this matter at a later date.

#### Current Activity

7. Invitations to tender for a study of the Lea Valley Glasshouse Industry have been sent out, and officers hope to appoint consultants by early April. A final report is expected in early November, but the Cabinet Committee will receive progress reports at various stages.

8. Significant work is continuing on preparing the evidence base to support the preparation of the Core Planning Strategy. A list of studies which have been completed or are in progress is attached at Appendix 2.

9. There has been some suggestion that village or neighbourhood plans will be a key part of the LDF in future. Whilst it is intended that these will be primarily community documents, an element of support will be required from the LDF Team and the extent of this is not yet clear. The financial resources needed to support the preparation of such plans will also need to be incorporated into future budget reviews.

#### **Resource Implications:**

This report sets out expenditure against the previously agreed DDF allocated to preparation of the Local Development Framework.

#### **Legal and Governance Implications:**

No relevant implications

#### **Safer, Cleaner and Greener Implications:**

None relevant

#### **Consultation Undertaken:**

None

#### **Background Papers:**

Various previous committee reports.

No other external papers.

**Impact Assessments:**

Risk Management

The preparation of the LDF has been identified as a key corporate objective, and it is important that this is properly resourced. The budget available for the preparation of the LDF is monitored regularly to ensure that best use is being made of available resources, particularly in a time during which significant change to the planning system is taking place.

Equality and Diversity:

*Did the initial assessment of the proposals contained in this report for relevance to the Council's general equality duties, reveal any potentially adverse equality implications?* No

*Where equality implications were identified through the initial assessment process, has a formal Equality Impact Assessment been undertaken?* N/A

*What equality implications were identified through the Equality Impact Assessment process?*  
N/A.

*How have the equality implications identified through the Equality Impact Assessment been addressed in this report in order to avoid discrimination against any particular group?*  
N/A.

**Appendix 1** – Detail of Summary provided in main report  
(Figures correct as at 25/2/11)

<b>Item</b>	<b>Amount</b>
<b>Expenditure (2010/11 to date)</b>	
Strategic Housing Market Assessment including Viability Study	£30,755
Employment Land Study - Atkins	£6,692
St John's Road Development Brief - Urban Practitioners / Roger Tym & Partners	£12,901
Sustainability Appraisal Scoping Report – Printing & presentation	£5,025
Core Strategy Community Visioning	£13,157
Gypsy & Traveller Revocation (legal advice & contacting respondents)	£1,714
Local Wildlife Sites Review - printing	£402
Lee Valley White Water Centre Economic Development Study	£12,000
New computer (with publishing software)	£448
Town Centres Study	£400
Other Misc. Printing	£174
Other Meeting refreshments	£16
<b>Total</b>	<b>£83,684</b>
<b>Commitments (2010/11 to date)</b>	
Local Plan Maps (including GIS training)	£4,650
St John's Road Development Brief - Urban Practitioners	£42,370
Core Planning Strategy - Community visioning	£658
RTPI East - "Localism & Community Engagement" seminar	£95
<b>Total</b>	<b>£47,773</b>
<b>Commitments - not yet commissioned (2010/11)</b>	
Local Plan Maps – further work	£5,000
<b>Total</b>	<b>£5,000</b>
<b>Commitments - not yet commissioned (2011/12)</b>	
Assessment of Open Space (PPG17)	£25,000
Strategic Floor Risk Assessment - Level 2	£40,000
Strategic Housing Land Availability Assessment (SHLAA)	£30,000
Study of Horticultural Glasshouse Industry	£30,000
<b>Total</b>	<b>£125,000</b>
<b>Core Planning Strategy - Issues &amp; Options Consultation costs (2011/12)</b>	
Printing - Issues & Options report	£4,000
Printing - Issues & Options Sustainability Appraisal report	£4,000
Printing - Summary document & questionnaire	£6,000
Workshops - community & stakeholder	£1,200
Printing - postcards for hard-to-reach groups	£400
Publicity	£2,500
Contingency (10% of total)	£1,810
<b>Total</b>	<b>£19,910</b>

**Core Planning Strategy - draft Submission Consultation costs (2012/13)**

Printing - Issues & Options report	£4,000
Printing - Issues & Options Sustainability Appraisal report	£4,000
Printing - Summary document & questionnaire	£6,000
Workshops - community & stakeholder	£1,200
Printing - postcards for hard-to-reach groups	£400
Publicity	£2,500
Contingency (10% of total)	£1,810
<b>Total</b>	<b>£19,910</b>

**Programme Officer**

Requirement for Examination period. (2012/13)	£15,400
Requirement for Examination period. (2013/14)	£21,560
<b>Total</b>	<b>£36,960</b>

**Examination in Public**

Inspector's fees (£993 per day) - (SI 2006 / 3227)	£70,000
Retention of Sustainability Appraisal consultants & appearance at Examination	£7,000
Consultants / expert witness	£20,000
Legal representation	£20,000
<b>Total</b>	<b>£117,000</b>



**Appendix 2**

**Evidence Base Update**  
**February 2011**

<b>Study Title</b>	<b>Study Purpose/Content</b>	<b>Consultant</b>	<b>Cost</b>	<b>Anticipated / Actual Completion Date agreed by LDF CC</b>	<b>Length</b>
Harlow Area Appraisal of Planning Transport and Infrastructure Options	<p>This study being completed in partnership with Harlow &amp; East Herts District Councils in accordance with policy HA1 of the East of England Plan.</p> <p>It will be used to inform the preparation of the Core Strategy Issues &amp; Options consultation papers for each of the three authorities.</p>	Scott Wilson	<p>£41,942.50</p> <p>Funded by Growth Area Fund – Round3 (GAF3) – no EFDC contribution</p>	<p>Report complete : January 2010</p> <p>LDF CC : 17 June 2010</p>	143 pages

Study Title	Study Purpose/Content	Consultant	Cost	Anticipated / Actual Completion Date agreed by LDF CC	Length
Strategic Environmental Assessment (SEA) / Sustainability Appraisal (SA) of the Core Strategy	<p>To form the baseline information and then assess the options contained within the Core Strategy Issues &amp; Options paper.</p> <p>It is a legislative requirement for all plans and programmes to be subject to, and influenced by, this type of assessment.</p> <p>The framework used for this assessment is largely the same for Epping Forest, Harlow and East Herts Councils, to ensure the process is consistent across the three areas and will support the production of sound Core Strategies.</p>	Scott Wilson	<p>£134,899</p> <p>Funded by GAF3 – no EFDC contribution. Further SEA/SA for subsequent rounds of the Core Strategy &amp; other DPDs will need to be funded by EFDC. Budgetary provision for this exists within the LDF budget.</p>	<p>Scoping Report consultation received March 2010. LDF CC 12 April 2010</p> <p>Statutory 5 week minimum consultation period held 17 May-19 July 2010</p> <p>Scoping Report finalised November 2010 LDFCC 20 December 2010</p> <p><i>Assessment dependent on timescale for preparation of Issues &amp; Options – Anticipated Summer 2011.</i></p>	153 pages

Study Title	Study Purpose/Content	Consultant	Cost	Anticipated / Actual Completion Date agreed by LDF CC	Length
Harlow Stansted Gateway Transport Model	<p>The project will create a transportation model of the Harlow-Stansted gateway area, capable of reproducing existing significant transport movements in the study area. This model will be used as the basis for forecasting the impact of significant housing and related developments and assist in assessing the transport infrastructure required to support the developments.</p> <p>EFDC are currently guests on the Harlow Stansted Gateway Transportation Board, but the outcomes of this work will help make strategic decisions about the growth of Harlow where there may be an impact on Epping Forest district.</p>	Faber Maunsell	<p>Total cost: £255,950 Stage 1 Transport Model Development. GAF3 – Programme of Development (POD), Essex and Herts County Councils, Highways Agency.</p> <p>No EFDC contribution</p>	<p>Model complete September 2010</p> <p><i>Initial findings expected January 2011</i></p>	Not yet known
Rye Meads Water Cycle Study	<p>The study assesses the impact of planned growth on water cycle processes, water infrastructure capacity and environmental capacity. It will recommend viable infrastructure options to accommodate planned growth and ensure water infrastructure is not a limiting factor to the growth of the area. As far as this Council is concerned, it is mainly of relevance with respect to the urban extensions to Harlow, as the south of this district is mainly served by the Beckton STW.</p>	Hyder Consulting	<p>Total cost: £250,000 – GAF3 - POD Partnership of East Herts, North Herts, Epping Forest, Broxbourne, Harlow &amp; Stevenage Councils.</p> <p>No EFDC contribution.</p>	<p>Report complete : October 2009</p> <p><i>LDF CC : March 2011</i></p>	Approx 180 pages including Appendices

Study Title	Study Purpose/Content	Consultant	Cost	Anticipated / Actual Completion Date agreed by LDF CC	Length
Strategic Housing Market Assessment (SHMA)	The requirements of a SHMA are set out in PPS3: Housing (November 2006). This study was undertaken jointly with Harlow, East Herts, Uttlesford, Broxbourne and Brentwood Councils. It determines the Housing Market Areas across the sub-region, and makes an assessment of housing need both within each Housing Market Area, and in each Local Authority area.	Opinion Research Services & Savills	£59,950 (+ £3,117.40 advertising costs)  EFDC contribution - £10,511	Report complete : January 2010  LDF CC : 17 June 2010	203 pages including Appendices
Strategic Housing Market Assessment – Viability Testing	PPS3: <i>Housing</i> requires that all policies requiring affordable housing provision are based on robust and sound evidence of need and viability.  The viability testing of the outcomes contained in the SHMA still to be completed. Further study/tender process required. Broxbourne Borough Council have chosen to opt out of this work.	Level Ltd	£30,750  Funded from Programme of Development Fund.	Report complete : April 2010  LDF CC : 04 October 2010	Report – 301pages Appendices - 379pages

Study Title	Study Purpose/Content	Consultant	Cost	Anticipated / Actual Completion Date agreed by LDF CC	Length
Strategic Housing Land Availability Assessment	<p>To identify land which could potentially be suitable for housing purposes over a 15 year period. This study does not guarantee that planning permission will ultimately be granted, but identifies possible sources of housing land supply.</p> <p>The proposed methodology is subject to a separate report on this agenda, but specifies a two-stage process, in which urban capacity is considered first.</p>	To be confirmed following tender process	Estimated at £30,000. Funded from savings within existing LDF budget.	<p><i>Urban capacity – June 2011</i></p> <p><i>Urban fringes – September 2011</i></p> <p>LDF CC : Agreement of principal 11 March 2010 Methodology 27 May 2010</p>	Not yet known
Town Centres Study	<p>To consider the vitality and viability of the town centres, the competition from centres in adjoining areas, and the future role of the district's centres. This will include an assessment of floorspace, range of goods, vacancy rates, and rent levels. Customer and visitor surveys will be undertaken. Potential opportunities for development or enhancement will be identified, and the current policy on restricting non-retail uses will be assessed. The study will also assess the need for commercial leisure uses.</p>	Roger Tym & Partners	£39,038	<p>Report complete : April 2010</p> <p>LDF CC : 13 July 2010</p>	Approx 113 pages, not including lengthy Appendices

Study Title	Study Purpose/Content	Consultant	Cost	Anticipated / Actual Completion Date agreed by LDF CC	Length
Employment Land Study	The Employment Land Study, which has been commissioned jointly with Brentwood Borough Council, will consider the current employment land available and the opportunities for further provision. It will include an assessment of future needs and demands and a comprehensive stock-take of existing sites (quantitative and qualitative), and will make recommendations about the need for additional employment sites to create a balanced portfolio.	Atkins	£27,325  To be split equally with Brentwood BC	Report complete : September 2010  LDF CC : 11 November 2010	Report 88 pages  Multiple appendices including maps

Study Title	Study Purpose/Content	Consultant	Cost	Anticipated / Actual Completion Date agreed by LDF CC	Length
Landscape Character Assessment	<p>This Assessment provides a comprehensive district-wide assessment of landscape character, which is intended to help planning and land management decisions. The European Landscape Convention (of which the Government is a signatory) encourages public authorities to adopt policies and measures for the protection, management and planning of all landscapes, whether outstanding or ordinary, that determine the quality of people's environment. The study therefore identifies key issues, sensitivities to change, and management strategy/objectives/guidelines for areas of different character. The quality of the rural landscape is generally recognised as one of this district's key features, and the study should help to develop long-lasting policies to protect and manage existing landscapes, and to create new ones. Seven landscape character types are identified.</p>	Chris Blandford Associates	£24,745	<p>Report complete : January 2010</p> <p>LDF CC : 27 May 2010</p>	192 pages, including Appendices, and 10 district-wide maps.

Study Title	Study Purpose/Content	Consultant	Cost	Anticipated / Actual Completion Date agreed by LDF CC	Length
Settlement Edge Landscape Sensitivity Study	Informed by the district-wide Landscape Character Assessment, this study provides a more detailed understanding of sensitive landscape and environmental features around the edges of the 22 principal settlements (ie those excluded from the Green Belt plus Moreton and Sewardstone) in the district. The report will inform options for settlement growth and also outlines the extent to which these areas of landscape contribute towards the purposes of including land within the Green Belt.	Chris Blandford Associates	£24,980	Report complete : January 2010 <i>LDF CC : March 2011</i>	138 pages including Appendices, and 73 detailed maps, dealing with visual character, historic landscape, environmental constraints and landscape sensitivity.
Strategic Flood Risk Assessment – Level 1  Level 2	A Strategic Flood Risk Assessment (SFRA) is the ‘categorisation’ of flood risk on an area-wide basis in accordance with PPS25: <i>Development &amp; Flood Risk</i> . This first stage is being undertaken jointly with Harlow Council.  Level 2 assessments will be required on a site specific basis when the Council is considering land allocations. These will be needed to support later stages of the Core Strategy if strategic development sites are to be allocated.	Level 1 – In-house  Level 2 – to be confirmed	From existing resources  £40,000 (estimate)	December 2010 <i>LDF CC : March 2011</i>  Dependent on timetable of Core Strategy.	45 pages plus plans  Not yet known



Study Title	Study Purpose/Content	Consultant	Cost	Anticipated / Actual Completion Date agreed by LDF CC	Length
Local Wildlife Sites (LoWS) review	This study updates survey work last undertaken during the early 1990s – which identified Sites of Importance for Nature Conservation (SINCs) or County Wildlife Sites (CoWS). A comprehensive field survey, in conjunction with a desk-top study and a consultation exercise, has identified new sites, validated most existing ones, and led to the deletion of some. All the LoWS were assessed against current selection criteria (developed through reviews in other Essex districts and modified in line with national guidelines). Species and habitats now afforded attention via county or national Biodiversity Action Plans were specifically considered and their representation within the LoWS network was ensured.	Essex Ecology Services	£49,660 (payment over 2008/09 and 2009/10)	Report complete March 2010  LDF CC : 14 September 2010	37 pages plus plans and descriptions of 222 sites.
PPG17: <i>Planning for Open Space, Sport &amp; Recreation Audit</i>	PPG17 requires that an audit of existing open space & recreation opportunities is undertaken.	In-house	From existing resources	<i>Anticipated March 2011</i>	Not yet known

Study Title	Study Purpose/Content	Consultant	Cost	Anticipated / Actual Completion Date agreed by LDF CC	Length
PPG17: <i>Planning for Open Space, Sport &amp; Recreation Assessment</i>	<p>Following completion of the audit, an assessment of surpluses or deficits within any of the categories will need to be carried out. This must also be accompanied by an assessment by seeking public opinion of the quality of existing open space &amp; recreation facilities.</p> <p>This further work will require the employment of consultants with expertise in this area.</p>	To be confirmed	£20,000 (estimate)	<i>Anticipated September 2011</i>	Not yet known
St John's Road Development Brief	To determine the most appropriate future use of land currently available for redevelopment at St John's Road, Epping. Working with Essex County Council.	Urban Practitioners	£56,487.40 (potential extra costs may be incurred due to delays in progressing project)	<i>Public consultation Spring 2011</i>	Not yet known
Ward Profiles	To provide background information at a ward level to support the preparation of the Core Strategy (and future DPDs) and the Community Strategy.	In-house	From existing resources	Complete January 2010 (to be updated annually)	
Review of Lea Valley Glasshouse Industry policies	The policies in the Local Plan Alterations (2006) were derived from a study completed in 2003. The Alterations indicated that the policies would be reviewed again, as some areas were identified for "potential de-designation" the time of the next review. There is a current application for residential re-development of one of these sites. Since the Alterations were published, there has been a very significant amount of glasshouse development in Thanet, and officers believe that both these factors justify a further review.	To be commissioned	Not yet known. Project budget agreed at £30,000	Not yet known LDF CC : agreement of principal for tender 11 March 2010	Not yet known

Study Title	Study Purpose/Content	Consultant	Cost	Anticipated / Actual Completion Date agreed by LDF CC	Length
Lee Valley White Water Centre – Economic Development Study	To assess and quantify the potential economic impacts of the Lee Valley White Water centre on the local economy. Partner arrangement with Lee Valley Regional Park Authority, Broxbourne Borough Council, Essex County Council & Hertfordshire County Council.	To be commissioned	Not yet known. Maximum EFDC contribution £15,000.	Not yet known  LDF CC : agreement of contribution & principle of work 11 November 2010	Not yet known

This page is intentionally left blank